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ABSTRACT

Universalization of primary education (UPE) is one of the major priority goals of all countries in the region of Asia and the Pacific. The developing countries now are engaged extensively in the formulation and implementation of policies, plans, and programs aimed at making adequate and suitable opportunities for primary education available to all children as soon as possible. Lower participation rates of girls in primary education is seen as one of the main obstacles to achieving full universalization of primary education in some of the countries of the region. This volume, one of a series that provides a comparative view of the position of UPE and its progress, focuses on Nepal with particular reference to girls' enrollment and participation in primary education. The seven chapters in this volume include: (1) introduction; (2) enrollment, retention and achievement; (3) provision of school facilities and female teachers; (4) factors affecting educational participation; (5) national policies and their impact on the education of girls; (6) programmes related to the promotion of girls' education; and (7) new plans and strategies. A number of tables displaying data appear throughout this volume. (DB)

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Universal Primary Education for Girls

Nepal

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PREFACE

Universalization of primary education (UPE) is one of the major priority goals of all countries in the region of Asia and the Pacific. The developing countries in particular, are now engaged extensively in the formulation and implementation of policies, plans and programmes aimed at making adequate and suitable opportunities for primary education available to all children as soon as possible.

Lower participation rates of girls in primary education is seen to be one of the main obstacles in achieving full universalization of primary education in some of the countries in the region.

In 1985, six member countries of the region were supported within the framework of the Asia and Pacific Programme of Educational Innovation for Development (APEID), to prepare national studies focusing on problems and issues related to education of girls, programmes and plans for the promotion of girls education and the innovative measures and actions taken to improve their participation in education. The studies were carried out by national institutes and professional groups under the guidance of high level national steering committees for promotion of girls' education which were established by the Ministries of Education in the respective countries, at the request of UNESCO, ROEAP. A list of the members of the steering committee is given as an Annex.

The findings of the national studies were later reviewed and examined at a Regional Review Meeting on the Situation of Girls Education in the Context of Universalization of Primary Education which was held in Bangkok in November 1985. This series of publications is an outcome of the collaborative and co-operative efforts of the member countries in understanding the tasks involved in universalizing the primary education of girls and the nature and extent of problems and issues associated with it.

This series provides a comparative view of the position of and progress made in UPE in six countries, with particular reference to girl's enrolment and participation in primary education. It is published with the view that the countries in the region, which have similar problems on education of girls, will find the information, experiences and conclusions useful in pursuing their tasks vigorously by drawing on the experiences of other countries with the same goals and objectives.

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Chapter One

INTRODUCTION

The development of mass education in Nepal in a planned manner has started only recently, relatively speaking. Before 1951, Nepal remained isolated not only from the outside world, but internally also in the serve that its different regions have remained in isolation due to topographical and other reasons. Thus, with the dawn of democracy in the country in 1951, education was visualized as a critical factor in creating a literate citizenry that could rationally and actively participate in the developmental activities of the nation. In this context, the people's efforts and contribution toward establishing educational institutions in different parts of the country, particularly during the decades of 1950s and 1960s, were quite encouraging.

His Majesty's Government has been taking steps towards eventually universalizing primary education. Concerted efforts at all levels are being taken to achieve the goal of enrolling children of primary school age according to the target. Primary education up to grade V has been declared free. Textbooks are provided free of charge up to grade III. Primary school teachers working in the remote areas are given a remote area allowance. With a view to enlisting and increasing pupil participation, managing committees, vested with necessary powers, have been set up to manage and operate schools.

Despite various and significant efforts, universalization of primary education in Nepal is still faced with many hurdles such as topographical barriers, a subsistence level of rural economy, a high illiteracy rate, and traditional bias against female education. Besides, the low efficiency and effectiveness level of the education system, regional disparities and low female participation have persisted. Thus, it seems both appropriate and timely to examine the problems surrounding girls' education so as to identify effective strategies to promote the education of girls.

The present study is intended to make a survey of the status of girls' education in Nepal in the context of the universalization of primary education. The following sections of this paper deal with the current status of girls' education with respect to their enrolment, retention and achievement; provision of school facilities and female teachers; determinants of girls' participation in education; policies and programmes found to be effective in promoting girls' education; and insights from research and evaluation studies.

Chapter Two

ENROLMENT, RETENTION AND ACHIEVEMENT

Enrolment. According to the enrolment data of 1983, out of the total 1,626,437 students enrolled in primary schools, 455,430 are girls. This accounts for 28 per cent of the primary school enrolment. The enrolment of girls in primary schools is steadily increasing over the years but not as steeply as in the case of boys (See Figures 1 and 2).

About 73 per cent of primary school age children are enrolled in schools, of which 28 per cent are girls. If the number of girls enrolled in primary schools vis-a-vis school age girls population is considered, and not the total primary school enrolment, the percentage of girls enrolment is about 42 per cent. (This enrolment percentage is the apparent rate only because the enrolment ratio of the age specific: 6-10 years could be much lower than this percentage.)

There exists a great disparity in enrolment rates not only among the regions but also among the districts within a region. Girls enrolment percentage by development regions is shown in Figure 3.

The eastern and western development regions have higher enrolment rates (about 32 per cent of the total primary school enrolment) whereas the mid-western and far-western regions have lower enrolment rates of 22 per cent and 14 per cent respectively. It is interesting to note that the western region is far ahead of other regions with respect to girls enrolment vis-a-vis the 6-10 year old girls population in that region. In that region, about 62 per cent of primary school age girls are enrolled in schools (See Figure 4).

The district-wise girls enrolment data are presented in two ways: first, as a percentage of the total primary school enrolment and secondly, as a percentage of the primary school age girls population.

Girls enrolment in 75 districts of the Kingdom as a percentage of the total primary school enrolment is shown in Figure 5. From

Figure 1. Enrolment at primary school
(in 100,000)

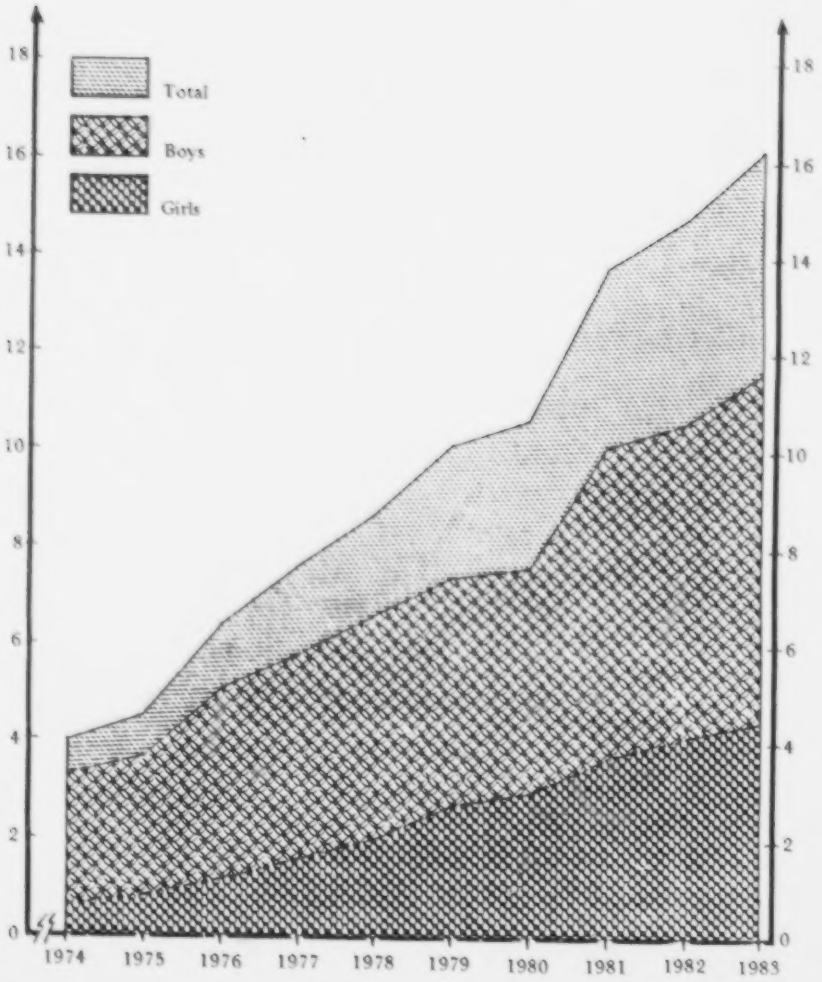
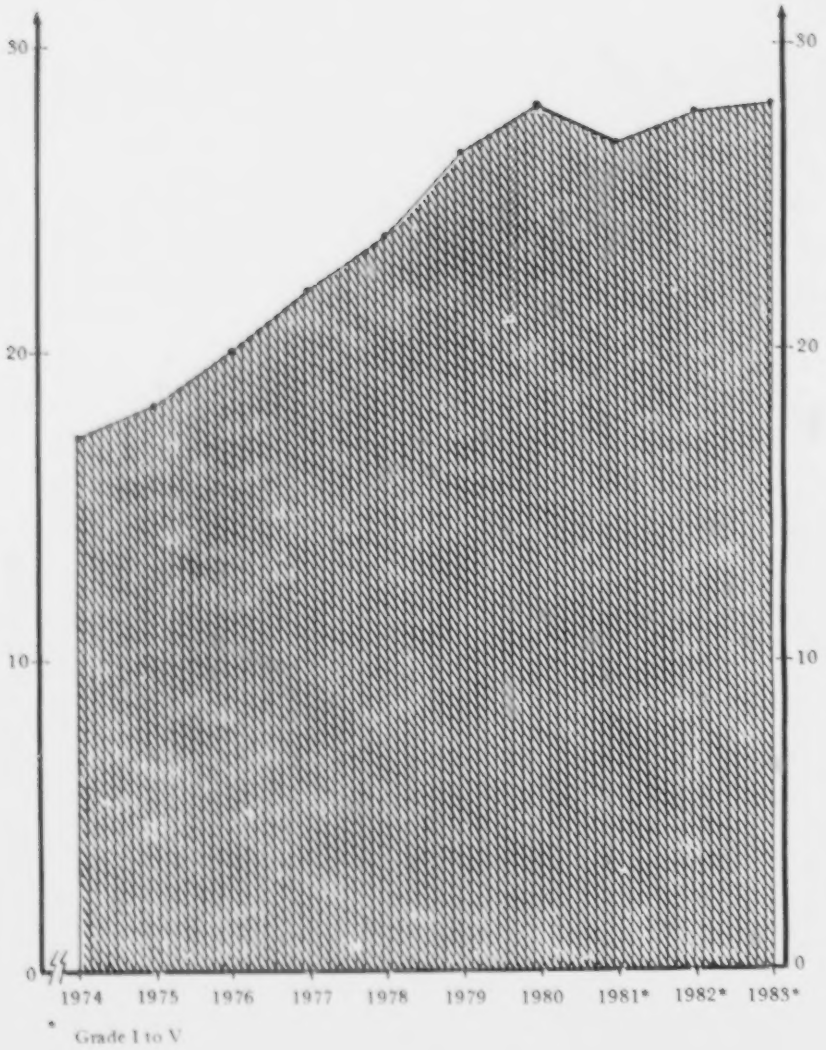


Figure 2. Girl's enrolment in primary schools for selected years (in percentage)



* Grade I to V

Figure 3. Girl's enrolment percentage by development region (1983)

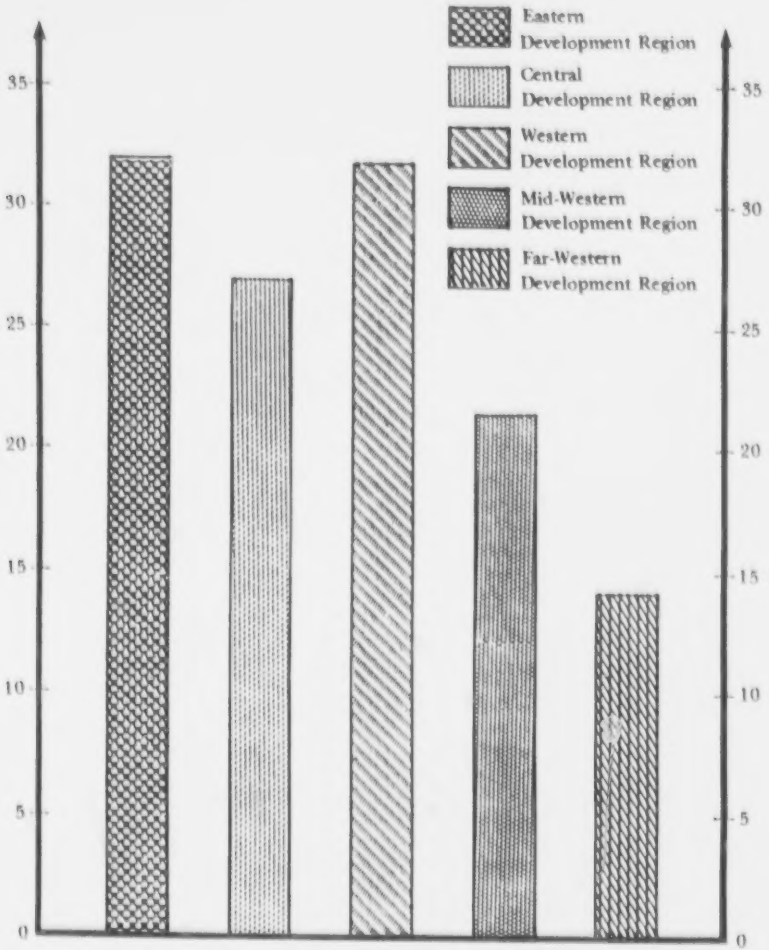
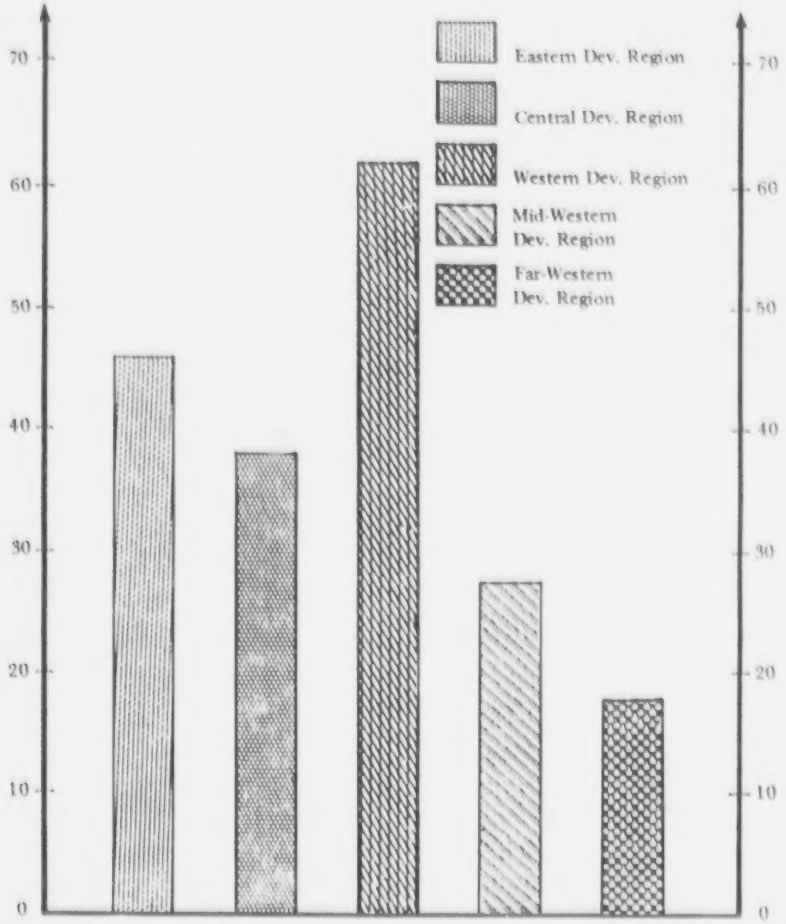


Figure 4. Girl's enrolment as a percentage of total number of 6-10 years girl's population by development region (1983)



the spatial distribution of enrolment rates it may be seen that there are sections of geographical areas where girls enrolment ratios are very low. Eight of the 12 northern districts have lower enrolment percentages than the national average. Thirteen of the 20 southern districts have lower percentages of girls' enrolment than the national average of about 28 per cent. All of the central Terai districts except Chitawan, all of western Terai districts except Nawalparasi, all of mid-western Terai district except Banke, and all of far western Terai districts have a low girls' enrolment ratio. Almost all of the districts in the mid-western and far-western regions have fewer girls enrolled in primary level when compared with the rest of the country.

On the other hand, most of the districts in the eastern region and the western region have a higher girls' enrolment ratio.

The number and names of the districts with different percentages of girls enrolment (calculated as a percentage of the total primary school enrolment) are indicated in Figure 6 and Table 1.

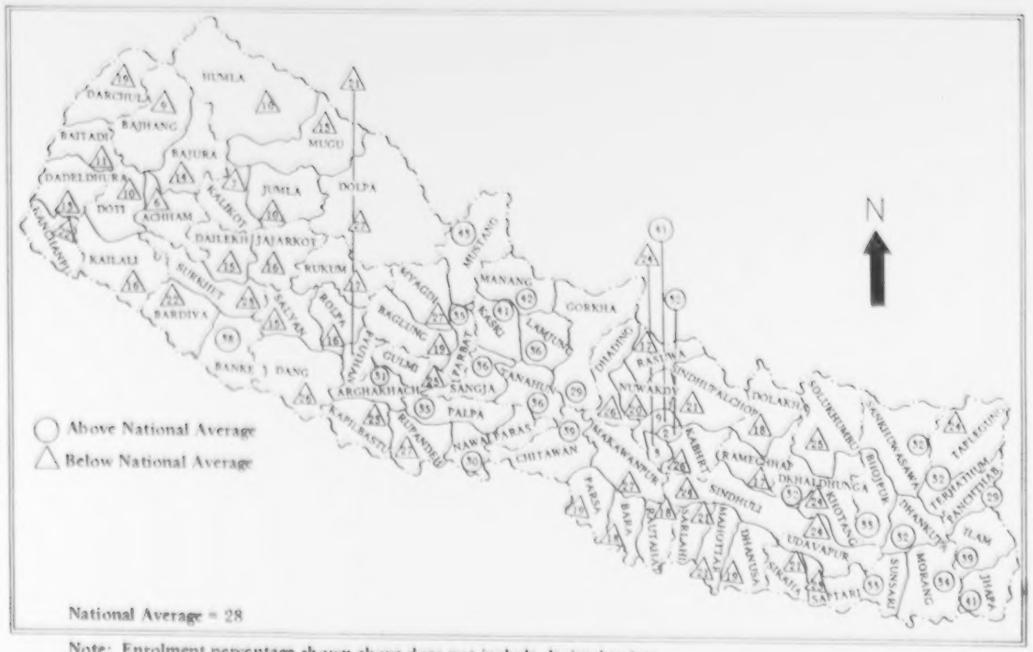
Girls enrolment as a percentage of the total primary school enrolment range from a low of 6 per cent in Achham district to a high of 43 per cent in Mustang district. The shape of distribution of districts with different girls' enrolment percentages is almost like a normal curve.

Almost all of the 12 districts having girls enrolment percentages of less than 15 per cent are in the far-western and remote regions. This lends strength to a hypothesis that educational participation is adversely affected by topographical barriers and remoteness of a location, where remoteness implies a condition of isolation coupled with social and economic backwardness.

Girls enrolment ratios (as a percentage of the total primary school age girls population) in 75 districts of the Kingdom are shown in Figure 7. On an average, 42 per cent of the primary school age girls are attending primary schools. That this apparent enrolment ratio also includes overage girls is clear from the fact that three districts (Kathmandu, Kaski and Mustang) have girls enrolment ratio exceeding 100 per cent.

Some of the districts that have lower enrolment percentages than the national average which are calculated on the basis of total primary school enrolment, have, in fact, higher girl enrolment ratios,

Figure 5. Girl's enrolment percentage district-wise
(1983)



Note: Enrolment percentage shown above does not include decimal points.

Figure 6. Number of districts with different percentage of girl's enrolment
(1983)

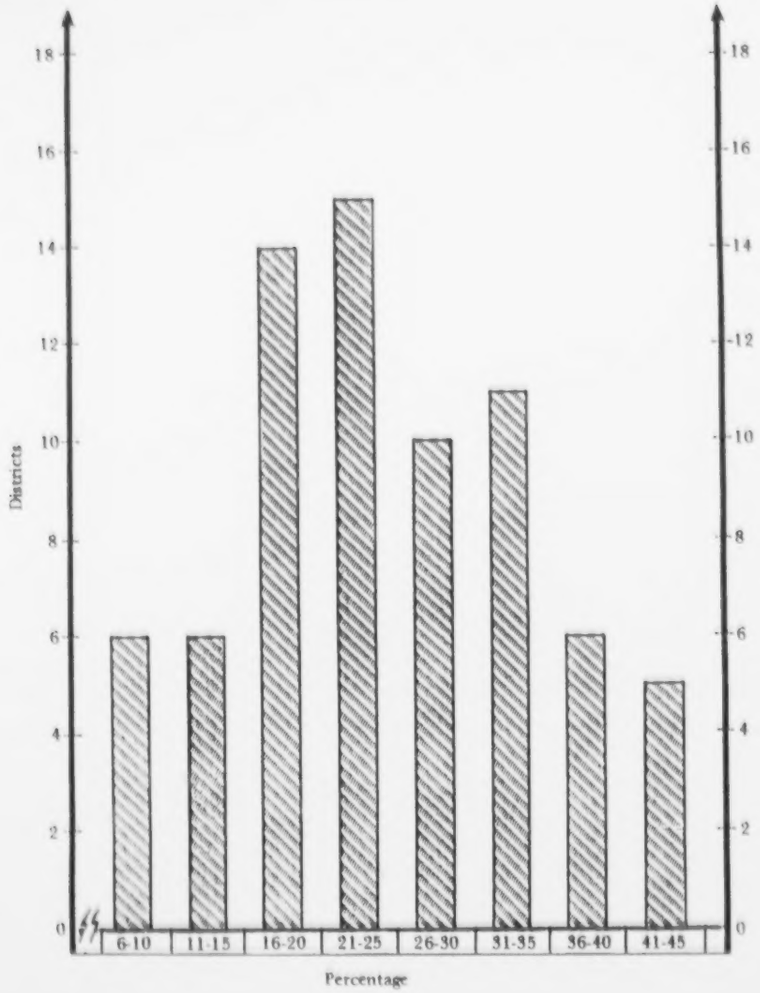


Table 1. Number and names of districts grouped according to different percentages of girls' enrolment (As of total primary school enrolment) 1983

Enrolment Percentage Range	*No. of Districts*	*Name of the Districts*
6-10	6	Humla, Jumla, Kalikot, Doti, Achham, Bajhang
11-15	6	Salyan, Dailekh, Mugu, Bajura, Dadeldhura, Baitadi
16-20	14	Dhanusa, Ramechhap, Dolakha, Rasuwa, Nuwakot, Bara, Parsa, Rautahat, Baglung, Rukum, Rolpa, Jajarkot, Kailali, Darchula
21-25	17	Taplejung, Saptari, Siraha, Udayapur, Khotang, Sohkhumbu, Mahottari, Sarlahi, Sidhuli, Lalitpur, Sindhupalchok, Kapilwastu, Gulmi, Pyuthan, Bardiya, Surkhet, Kanchanpur
26-30	10	Panchthar, Dhading, Kavre, Makawanpur, Gorkha, Rupandehi, Nawalparasi, Myagdi, Dang, Dolpa
31-35	11	Morang, Sunsari, Dhankuta, Bhojpur, Terathum, Shankhuwasabha, Okhaldhunga, Bhaktapur, Palpa, Arghakhachi, Parwat
36-40	6	Illam, Chitawan, Tanahu, Shyanja, Lumjung, Banke.
41-45	5	Jhapa, Kathmandu, Kaski, Marang, Mustang

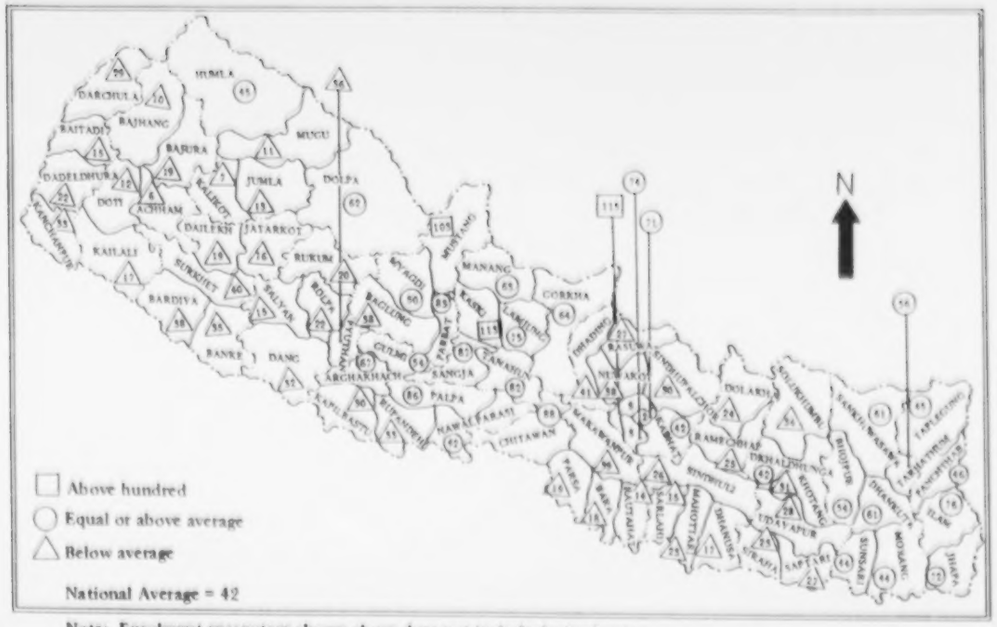
Source: Statistics Unit, Ministry of Education and Culture/HMG.

if the percentage of girls enrolment is calculated vis-a-vis the primary school age girls population. These districts are Humla, Dolpa, Myagdi, Gulmi, Kavre, Lalitpur and Taplejung. It appears that girls enrolment ratios calculated as a percentage of the school age girls population present a more realistic picture than the percentage of girls enrolment based on the total primary school population.

The number and names of the districts having different girls' enrolment ratios, calculated as a percentage of the total primary school age girls' population, are shown in Figure 8 and Table 2.

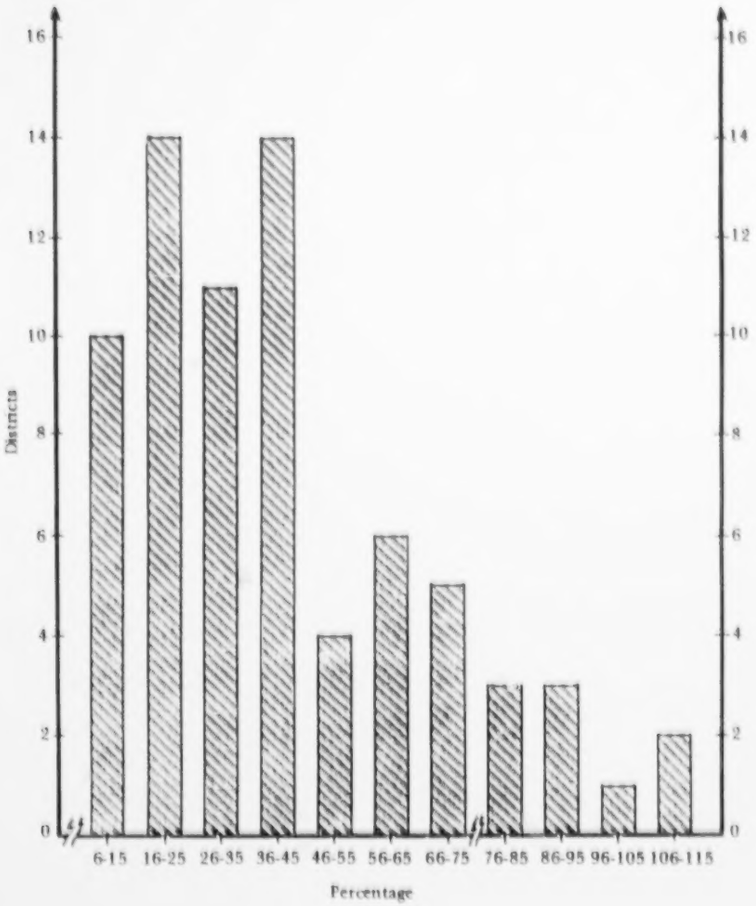
Girls' enrolment ratios range from a low of 6 per cent in Achham to a high of well over 100 per cent in Kathmandu. The enrolment ratio of more than 100 per cent is primarily due to enrolment of over-age girls and partially due to in-migration of people after the 1981 census.

Figure 7. Girl's enrolment as a percentage of the total primary school age girl's population (1983)



Note: Enrolment percentage shown above does not include decimal points.

Figure 8. Number of districts based on different girl's enrolment as a percentage of the total primary school age girl's population (1983)



The distribution of districts with different girls' enrolment ratios is positively skewed, indicating a few districts having a disproportionately large number of girls enrolled in the primary schools of these districts.

Table 2 makes it clear that the districts having less than 35 per cent of the school age girls participating in formal education are in the remote and the Terai regions. The implications of these facts and figures for relevant planning of the basic level education is obvious.

Table 2. Number and names of districts with different girls' enrolment ratios (Calculated as a percentage of primary school age girls population)

Enrolment Percentage Range	*No. of Districts*	*Name of the District*
6-15	10	Sarlahi, Rautahat, Salyan, Jumla, Kalikot, Mugu, Doti, Achham, Bajhang and Baitadi
16-25	14	Siraha, Dhanusha, Mahottari, Ramechhap, Dolakha, Bara, Parsa, Rukum, Rolpa, Jajarkot, Dailekh, Kailali, Bajura, Dadeldhura
26-35	13	Saptari, Udayapur, Khotang, Solukhumbu, Sindhuli, Rasuwa, Sindhupalchok, Kapilvastu, Rupandehi, Dang, Banke, Kanchanpur, Darchula.
36-45	14	Taplejung, Morang, Sunsari, Okhaldhunga, Nuwakot, Dhading, Kavre, Makawanpur, Banglung, Pyuthan, Bardiya, Surkhet, Humla, Nawalparasi.
46-55	4	Panchthar, Bhojpur, Gulmi, Myagdi
56-65	6	Dhankuta, Terathum, Shankhuwasabha, Dolpa, Gorkha, Manang
66-75	5	Jhapa, Bhaktapur, Lalitpur, Lumjung, Arghakhachi
76-85	3	Illam, Tanahu, Parwat
86-95	3	Chitawan, Shyanja, Palpa
96-105	1	Mustang
106-115	2	Kathmandu, Kaski

The growth rates in girls enrolment in different districts of the Kingdom, calculated on the basis of primary school enrolment for five years from 1979 to 1983, are shown in Figure 9.

The annual growth rate in girls enrolment for the nation as a whole is about 9 per cent. The highest growth rate is about 25 per

cent in Siraha (a Terai district). It is very encouraging that the Terai districts which have low enrolment ratios have higher growth rates than other districts.

Figure 9 also reveals that some districts have negative growth rates. This might be the result of boundary changes in those districts. It is noticeable that the districts adjoining those with negative growth rates have higher growth rate.

The number and names of the districts with different growth rates in girls enrolment are shown in Table 3.

Table 3 shows that, in general, those districts with high enrolment ratios have a low growth rate whereas other districts with lower enrolment ratios have a higher growth rate in girls enrolment.

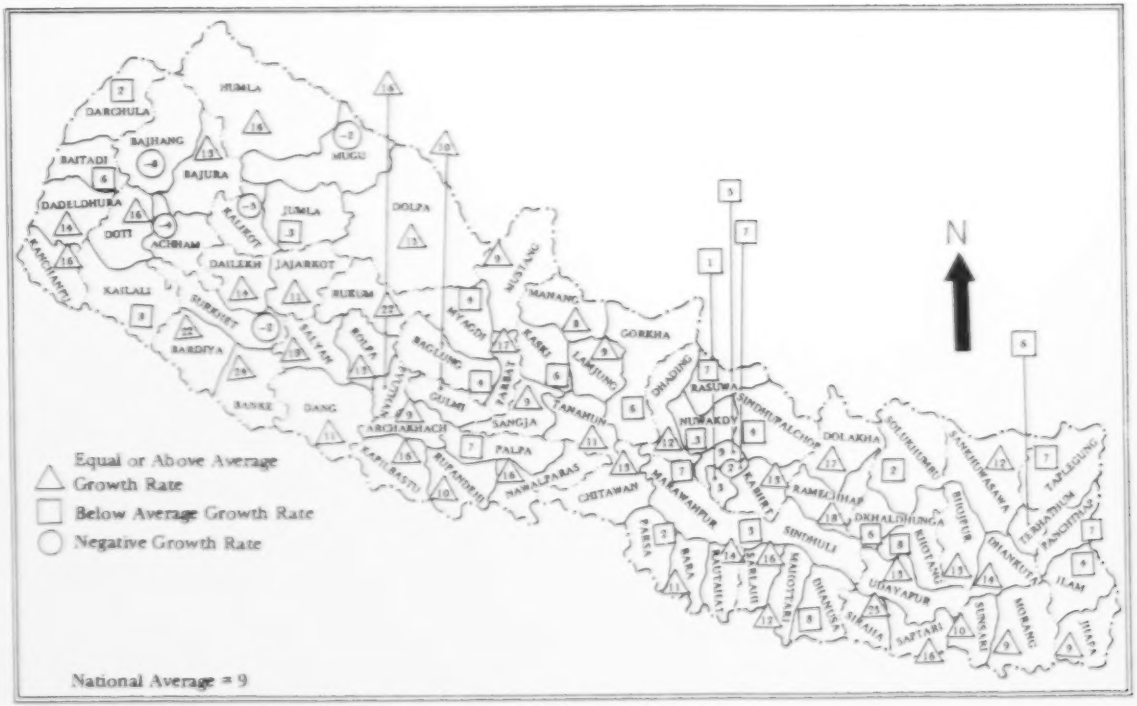
Table 3. Number and names of the districts grouped according to different growth rates in girls' enrolment (1979-1983)

Growth Rate Percentage Range	*No. of Districts*	*Name of the Districts*
0-5	12	Illam, Solukhumbu, Sindhuli, Kathmandu, Lalitpur, Nuwakot, Sindhupalchok, Parsa, Banglung, Myagdi, Jumla, Darchula
8-10	24	Jhapa, Panchthar, Taplejung, Morang, Sunsari, Terathum, Khotang, Okhaldhunga, Dhanusa, Bhaktapur, Rasuwa, Makawanpur, Gorkha, Shyangja, Kaski, Lumjung, Manang, Rupandehi, Palpa, Gulmi, Arghakhachi, Mustang, Kailali, Baitadi.
11-15	18	Dhankuta, Bhojpur, Shankhuwasabha, Udayapur, Mahottari, Dhading, Kavre, Bara, Rautahat, Chitawan, Tanahu, Dang, Rolpa, Jajarkot, Dailekh, Dolpa, Bajura, Dadeldhura.
16-20	12	Sapatari, Sarlahi, Ramechhap, Dolakha, Kapilwastu, Nawalparasi, Parwat, Pyuthan, Salyan, Humla, Doti, Kanchanpur
21-25	4	Siraha, Rukum, Banke, Bardiya

* *Note:* 5 districts (namely Surkhet, Kalikot, Mugu, Achham and Bajhang) shown negative enrolment growth rates due to the boundary reshufflement before the 1981 census.

The data on enrolment presented in this section makes it clear that girls' participation in primary education is not uniform across the country. There are areas where girls enrolment figures are so low

Figure 9. Girl's enrolment growth rate district-wise
(1979-1983)



Note: Enrolment growth rate shown above does not include decimal points.

that they require special consideration. These areas are primarily concentrated in selected parts of the Terai region and the remote areas. A strong bias against girls education and the topographical barriers appear to be associated with these areas in adversely affecting girls' participation in education.

Retention rate. The overall retention rate at grade II is about 48 per cent of grade I enrolment. At grade V, the retention rate is only about 27 per cent of grade I enrolment. Obviously, the efficiency of the primary education system, as reflected by the low retention of girls through primary grades, is indeed very low.

As in the case of enrolment, there is a wide variation in girls retention rates in different districts of the Kingdom. Girls retention rates at grade II and V are indicated in Tables 4 and 5.

Table 4. Girls retention rate at grade II district-wise
(As a percentage of grade I enrolment)

Retention Rate (As a percentage grade I enrolment	*No. of Districts*	*Name of the Districts*
6-10	1	Humla
11-15	2	Bajura, Mugu
16-20	4	Rukum, Rolpa, Achham, Dadeldhura
21-25	7	Sindhupalchok, Banghung, Dolpa, Kalikot, Bajhang, Darchula, Baitadi
26-30	3	Manang, Lumjung, Myagadi
31-35	11	Dolakha, Ramechhap, Sindhuli, Rasuwa, Gulmi, Mustang, Salyan, Pyuthan, Jumla, Jajarkot, Rautahat
36-40	9	Terathum, Solukhumbu, Dhading, Kavre, Lalitpur, Tanahu, Nawalparasi, Arghakhachi, Dailekh
41-45	11	Taplejung, Panchthar, Shankhuwasabha, Dhankuta, Khotang, Mahottari, Palpa, Kapilvastu, Banke, Doti, Kanchanpur
46-50	12	Illam, Bhojpur, Sunsari, Udayapur, Septari, Siraha, Bhaktapur, Gorkha, Kaski, Shyanja, Bardiya, Kailali
51-55	5	Kathmandu, Chitwan, Bara, Parsa, Dang
56-60	6	Jhapa, Morang, Makawanpur, Rupandehi, Parbat, Surkhet
61-65	1	Dhanusa
71-75	1	Sarlahi
86-90	1	Okhaldhunga
96-100	1	Nuwakot

Table 5. Girls retention rate at grade V district-wise
(As a percentage of grade I enrolment)

Retention Rate (As a percentage of grade I Enrolment	*No. of Districts*	*Name of the Districts*
1-4	5	Rolpa, Humla, Mugu, Kalikot, Bajhang
5-8	7	Sindhupalchok, Banglung, Rukum, Jagarkot, Bajura, Achham, Dadeldhura
9-12	6	Okhaldhunga, Ramechhap, Rasuwa, Lumjung, Dolpa, Baitadi
13-16	9	Panchthar, Kavre, Arghakhachi, Myagadi, Pyuthan, Jumla, Surkhet, Darchula, Dhading
17-20	14	Taplejung, Terathum, Solukhumbu, Khotang, Sindhuli, Mahottari, Makawanpur, Rautahat, Gorkha, Manang, Gulmi, Salyan, Doti, Mustang.
21-24	12	Shankhuwasabha, Bhojpur, Dhankuta, Udayapur, Nuwakot, Lalitpur, Kapilbastu, Parbat, Banke, Palpa, Shyanja, Tanahu
25-28	7	Saptari, Bara, Parsa, Kaski, Nawalparasi, Dailekha, Kanchanpur
29-32	5	Illam, Jhapa, Siraha, Dolakha, Bhaktapur
33-36	5	Dhanusa, Chitawan, Dang, Bardiya, Kailali
37-40	2	Rupandehi, Sunsari
40-44	3	Morang, Sarlahi, Kathmandu

Tables 5 and 6 show that the remote districts of the Kingdom not only have fewer girls enrolled in primary schools, but they also tend to drop out earlier and in a greater number. With respect to the retention rates of other district, a consistent pattern does not emerge. Hence, it is felt desirable that an intensive study of drop-outs in selected areas be conducted so as to provide insights for taking preventive measures.

Achievement levels. The practice of periodically administering standardized tests to determine students' achievement is almost non-existent in Nepal. However, achievement tests are designed and administered in status surveys and evaluation studies. The data on girls' achievement from two such studies are reproduced here.

In 1980, the Research Case for Educational Innovation and Development (CERID) undertook a study to determine the literacy

status of grade III completers. A literacy test comprised of reading, writing and arithmetic, based on the primary school curriculum, was developed and administed to a selected group of students. The average achievements of boys and girls who had completed grade III in different components of the literacy test are shown in Table 6.

Table 6. Mean score and standard deviation of boys and girls in the subject-wise test and literacy test

Area of Test	*Boys*	*Girls*	*t-value*
Reading (27)*			
Number of students	1,562	610	
Mean score	23.60	23.83	1.02
Standard deviation	4.76	4.68	
Writing (37)			
Number of students	1,562	610	
Mean score	25.51	25.86	1.14
Standard deviation	6.42	6.37	
Arithmetic (34)			
Number of students	1,552	609	
Mean score	16.36	14.09	4.09
Standard deviation	12.71	8.09	
Literacy (98)			
Number of students	1,552	609	
Mean score	65.23	63.75	2.00
Standard deviation	15.71	14.97	

* Figures in the parentheses indicate full marks.
Source: Achievement Study of Primary School Children, CERID, 1980, (p. 31)

The achievement status of girls in reading and writing is on a par with, or even slightly better than that of the boys. But the average achievement of girls in arithmetic is significantly lower than that of boys. This significant difference showed up again in the significantly higher literacy status of the boys than that of the girls. Girls' literacy status at the end of grade III, and that of the boys' too, cannot be considered satisfactory because less than 20 per cent of the girls achieved more than 80 per cent of the full mark in the

literacy test, which has been specified as a criterion for a fully literate status.

Recently, CERID has completed a study on the effectiveness of primary education in Nepal. A major component of this study was to assess the achievement status of students in key primary school subjects at the end of grade V. The average achievements of boys and girls in selected primary school subjects are shown in Table 7.

Table 7. Mean score and standard deviation of boys and girls in various subjects

Subject	*Boys*	*Girls*	*t-value*
Nepali (60)*			
Number of students	1,413	563	
Mean score	23.39	23.15	0.51
Standard deviation	9.48	9.35	
Math (50)			
Number of students	1,357	564	
Mean score	15.57	13.31	4.81
Standard deviation	9.67	8.94	
Social Studies (50)			
Number of students	1,337	582	
Mean score	22.57	21.53	
Standard deviation	7.48	7.27	
Science (50)			
Number of students	1,369	561	
Mean score	22.97	22.11	2.39
Standard deviation	7.27	7.27	
English (50)			
Number of students	1,441	514	
Mean score	23.92	24.39	
Standard deviation	13.07	12.64	

* Figures within parentheses indicate full marks.
Source: A Study on the effectiveness of primary education. CERID, 1985.

On the whole, girls have scored less than 50 per cent of the total marks in all key school subjects. Obviously, this achievement status is less than satisfactory. A more discouraging fact is that girls have achieved a low status in Nepali and lower in mathematics.

The low achievement status of students at the end of grades III and V makes it clear that programmatic matters should be of as serious concern to the planners and the educators as that of achieving a specific quantitative target in the rate of participation.

Chapter Three

PROVISION OF SCHOOL FACILITIES AND FEMALE TEACHERS

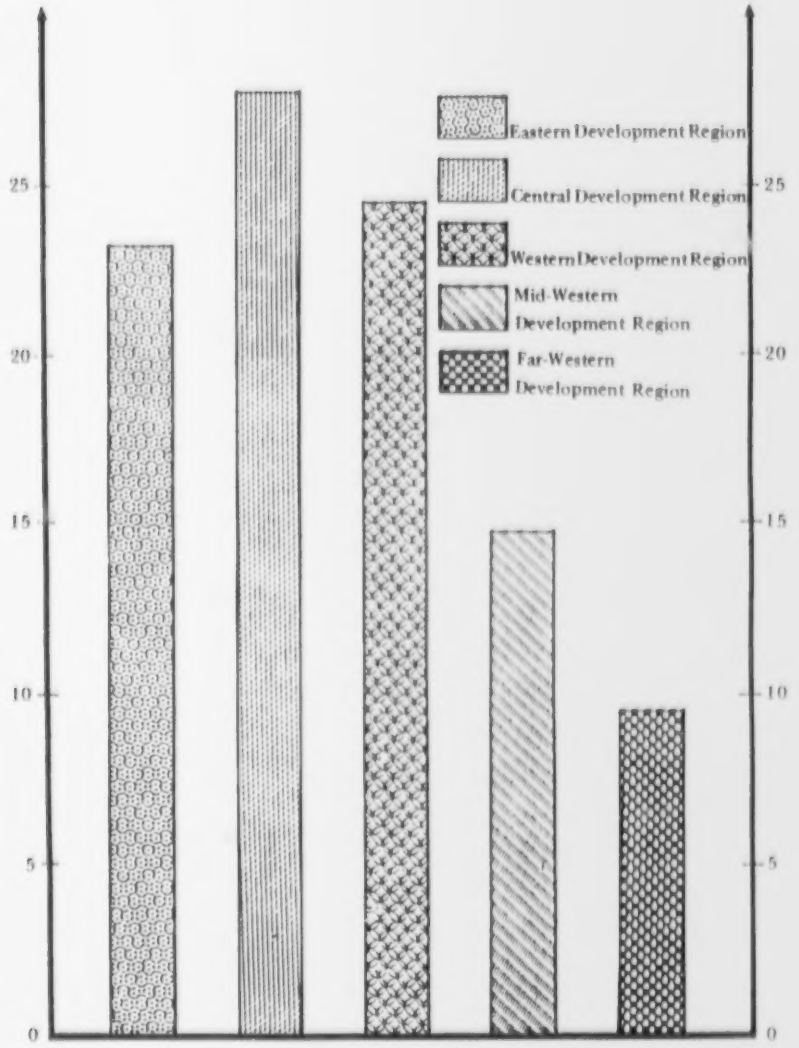
Provision of schools. The proportion of primary schools in different development regions of the country is shown in Figure 10. The percentage of primary schools in the five regions corresponds closely with the size of the population in each of these regions. Thus, the central region with the largest share of population has about 28 per cent of primary schools whereas the far western region with the smallest size of population has only about 10 per cent of the total primary schools.

The presence of a school is a necessary but not a sufficient condition to attract students, particularly girls, to participate in formal education. In other words, the supply of educational services in itself is not a guarentee, as some planners would like to believe, for ensuring adequate utilization of that service by the targetted clientele. Thus, one must not forget that the accessibility to a school is not only determined by the locational factor but also by socio-cultural and economic considerations. Moreover, the quality of services offered in the school is also a very crucial factor. Thus, it is very important to critically examine all these factors with special reference to the promotion of girls' education.

The standard notion of a school serving a specified size of the population is inapplicable in the mountainous regions where the population is sparse and scattered. This calls for alternative approaches to increasing access to education in the remote and mountainous areas. Similarly, with certain ethnic communities such as Muslims, their social custom prohibits free association of girls with male members of the community. In such communities, there is a need for opening girls schools which may serve as a stimulating factor to the parents in sending their daughters to nearby schools.

Physical and instructional facilities. In order to give a glimpse of physical and instructional facilities, the results of a survey of 76

Figure 10. Percentage of primary schools by development region (1983)



schools from six representative districts of the Kingdom are presented here. The number of classrooms available in primary schools in selected districts is shown in Table 8.

Table 8. Number of classrooms available in the primary schools in selected districts and average number of students in different grades

Districts	*Average Number of Classrooms*	*Average Number of Students*					
		I	*II*	*III*	*IV*	*V*	*I-V*
Mustang	6.00	24	9	8	8	6	10
Panchthar	5.22	54	25	20	23	25	30
Doti	4.20	59	22	19	16	18	27
Dang	6.00	40	28	31	38	32	34
Sarlahi	4.33	81	48	42	50	44	53
Lalitpur	15.00	42	44	47	37	39	41

Source: Study on Effectiveness of Primary Education (in Nepali), CERID, Tribhuvan University, 1985, (p. 55)

Considering that primary schooling consists of five grades, it is obvious that an adequate number of classrooms are not available in some schools of Doti (a hill district) and Sarlahi (a plain district).

The same survey revealed that less than 50 per cent of the primary schools had a store room, less than 25 per cent had a science laboratory, and about 30 per cent had a space for the library.

The availability of the furniture in the classrooms of these surveyed schools is shown in Table 9.

Table 9. Availability of furniture in the classroom

Districts	*Bench*	*Desk*	*Student Number*	*Percentage of student having furniture facilities*	
				Bench	*Desk*
Mustang	164	180	809	100.00	100.00
Panchthar	411	403	5,709	35.99	35.29
Doti	223	26	3,585	31.10	3.62
Dang	887	389	4,709	77.68	34.06
Sarlahi	694	567	4,005	86.64	70.78
Lalitpur	1,238	1,444	4,381	100.00	100.00

Source: Ibid., p. 58.

Excluding the Mustang district, the remote and mountainous districts Panchathar and Doti had inadequate furniture facilities for primary school students. In these districts, the necessary quantity of furniture for teachers and for office use are not available as shown in Table 10.

Table 10. Availability of furniture for teachers and for office use

Districts	*Furniture*				
	Table	*Chair*	*Classroom*	*Office*	*Teachers*
Mustang	84	97	69	10	72
Panchthar	44	109	76	13	74
Doti	37	152	141	22	124
Dang	69	64	84	12	125
Sarlahi	71	122	83	14	89
Lalitpur	107	174	109	14	109

Source: Ibid, p. 59.

The availability of simple teaching materials in primary schools is indicated in Table 11.

Table 11. Availability of simple teaching materials in primary schools

Districts	*School number*	*Abacus*	*Map/Chart*	*Flash cards*	*Others*
Mustang	9	19(2.1)	65(7.3)	—	—
Panchthar	13	25(1.7)	55(4.2)	14(1.1)	16(1.2)
Doti	21	35(1.7)	134(6.4)	76(3.6)	48(2.3)
Dang	9	23(2.6)	55(6.1)	61(6.8)	15(1.7)
Sarlahi	12	24(2.0)	185(15.4)	137(11.4)	18(1.5)
Lalitpur	8	45(5.6)	218(27.3)	18(2.3)	5(0.6)

Source: *Ibid.*, p. 60.
Note: Figures in the parenthesis indicate average number.

In many rural primary schools, even simple instructional materials like charts and maps are not available in sufficient number. Consequently, this had an adverse effect on the instructional programme. Moreover, it may also be noted that primary schools did not have any special courses or programmes to attract girls.

Provision of female teachers. The more that girls participate in education, the more it will attract other girls to school. A stimulating factor for the parents to send girls to school is the presence of a female teacher in that school. Thus, it is important that we should strive for increasing female teachers in primary schools.

The percentages of female teachers in primary schools and in different development regions are shown in Figure 11 and Figure 12.

The proportion of female teachers in the total teaching force has not been increasing in a significant manner, as it is still less than 10 per cent. It is obvious from the distribution of female teachers in different regions that they have been found working in greater number in urban or semi-urban areas than in the rural areas. Special programmes like 'B' level teacher training have been successful to an extent in motivating girls from the rural and remote areas to participate in the teacher training programme and become teachers in rural schools. However, these programmes need to be considerably expanded so as to make its impact more visible and widespread.

Figure 11. Percentage of female teachers of the total primary school teachers (1976-1982)

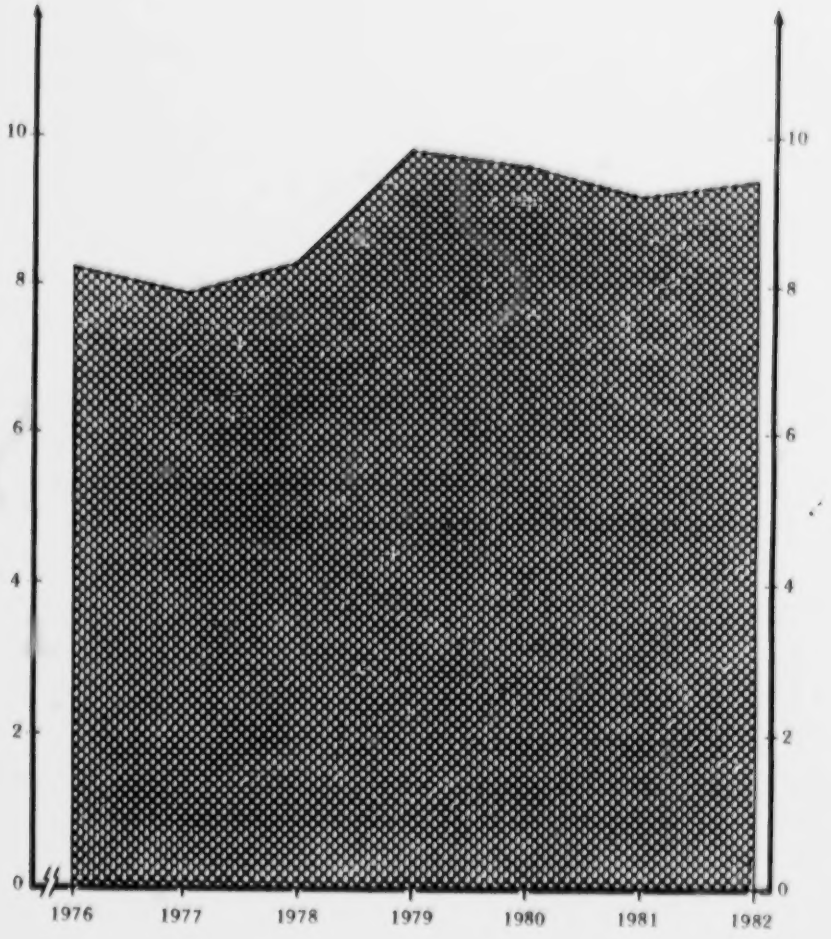
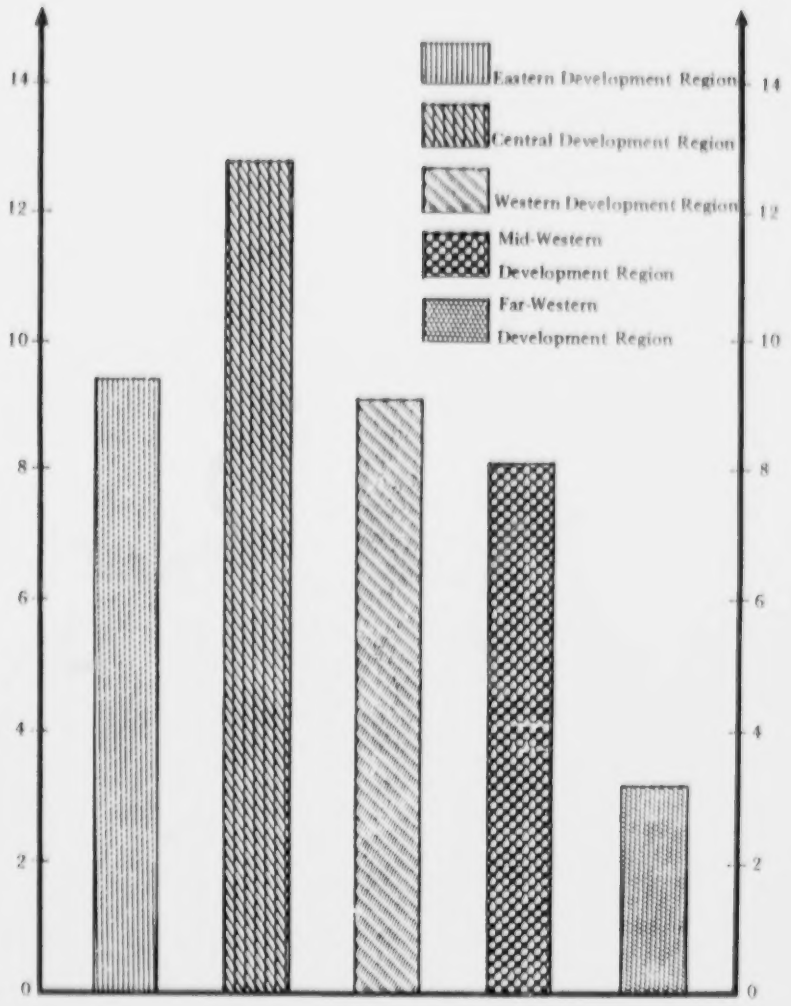


Figure 12. Percentage of female teachers out of the total primary school teachers by development region (1982)



Chapter Four

FACTORS AFFECTING EDUCATIONAL PARTICIPATION

The following description is extensively based on the study "Determinants of Educational Participation in Rural Nepal". In this study, interviews were taken with 2,310 households and 4,655 school age children in seven representative districts of the Kingdom. A detailed survey of schools in 23 panchayats of these districts were also conducted. Some of the findings related to girls participation in education are presented in this section.

Child-related variables. The descriptive data on child-related variables and their correlation with educational participation are shown in Table 12.

Table 12. Mean and standard deviations of explanatory child-related variables and their correlations with educational participation

S. No.	*Explanatory variable*	*Mean*		*r*	
		Girls	*Boys*	*Girls*	*Boys*
1.	FATHEDUC	1.42 (2.79)	1.28 (2.60)	0.337	0.202
2.	AGE	8.13 (1.70)	8.48 (2.08)	0.126	0.288
3.	NUTR	2.27 (0.78)	2.31 (0.79)	-0.064	-0.109
4.	HELPHSE	0.75 (0.43)	0.60 (0.49)	-0.078	0.007
5.	DISTSCH	1.66 (1.91)	1.63 (1.80)	-0.142	-0.153
	Dependent variable				
1.	EDUCPART	0.25 (0.43)	0.56 (0.53)		

Source: *Determinants of Educational Participation in Rural Nepal*, CERID, 1984, (p. 75).

Note: Figures within parentheses are standard deviations.

Girl's participation in schooling was found to be strongly associated with the father's education status whereas the age factor had the strongest relationship with educational participation in the case of boys. Helping in household chores had a stronger deterrent effect upon girls' education than upon boys'.

The results of the regression analysis of these variables on educational participation are indicated in Table 13.

Table 13. Regression and standardized regression coefficients of child-related explanatory variables of educational participation by sex

S. No.	Variable	*Girls*		*Boys*	
		Regression coefficient (b)	*Standardized coefficient (B)*	*Regression coefficient (b)*	*Standardized coefficient (B)*
1.	FATHEDUC	.051	.330**	.044	.229**
2.	AGE	.058	.226**	.094	.393**
3.	NUTR	-.038	-.069**	-.092	-.130**
4.	HELPHSE	-.114	-.114**	-.085	-.084**
5.	DISTSCH	-.028	-.124**	-.042	-.153*
	$\bar{R}^2$	0.167**		0.194**	
	N	1,344		1,516	

Source: *Ibid.*, p. 76.
Note: ** significant at 0.01 level.
* significant at 0.15 level.

The father's education status and the age of children were found to be most strongly associated with the educational participation of girls and boys respectively. This finding lends support to the potentiality of adult education in reducing social bias against female education. Considering a strong adverse effect of household chores on participation in schooling by girls, it is obvious that programmes designed to reduce work pressure on school age girls will have an appreciable effect on increasing girls' participation.

Household-related variables. The descriptive data on the household-related variables and their correlation with educational participation are given in Table 14.

Table 14. Mean and standard deviation of the household-related variables and their correlation with educational participation by sex

S. No.	Variable	Boys Mean	Boys S.D.	Boys r with EDUCPART	Girls Mean	Girls S.D.	Girls r with EDUCPART
1.	AGRICU	.93	.25	.121	.93	.26	.045
2.	BUSINESS	.08	.28	.002	.08	.28	.146
3.	COTTIND	.02	.12	-.064	.02	.15	-.074
4.	LABOUR	.38	.49	-.162	.36	.48	-.238
5.	PROF	.02	.14	.059	.02	.16	.176
6.	NONPROF	.13	.34	.131	.15	.36	.175
7.	ADULTEDU	.90	1.52	.227	1.03	1.55	.421
8.	CHADRTIO	1.28	.72	-.026	1.33	.75	-.070
9.	ANIMALS	7.47	8.08	.066	7.33	7.47	.071
10.	PCAPINCM	945.50	756.91	.176	991.87	921.14	.360
11.	ATTITUDE	10.13	6.63	.212	10.93	6.30	.254
12.	PCTADERN	95.05	12.50	-1.00	94.06	13.99	-.162

Source: Ibid., p. 99.

Table 14 reveals that, with respect to selected key household characteristics such as the average education status of the adults, the per capita income of the family and their attitude towards modernity, the average values for these variables were found to be higher for girls than for boys. The significant and higher correlation of these factors with educational participation of girls as compared to that of boys indicates that higher values in these three important household characteristics are significantly associated with increased girls' participation.

The results of a regression analysis with 12 household-related explanatory variables of educational participation executed separately for primary school-age boys and girls are given in Table 15.

Table 15. Regression coefficients and standardized regression coefficients of household-related explanatory variables of educational participation by sex

S. No.	Variable	Boys		Girls	
		Regression coefficient (b)	*Standardized regression coefficient (B)*	*Regression coefficient (b)*	*Standardized regression coefficient (B)*
1.	AGRICU	.184	.092**	.035	.021
2.	BUSINESS	-.085	-.047	.041	.026
3.	COTTIND	-.211	-.052*	-.145	-.049*
4.	LABOUR	-.080	-.087**	-.092	-.120**
5.	PROF	-.108	.030	.165	.061*
6.	NONPROF	.069	.037	.018	.013
7.	ADULTEDU	.039	.120**	.064	.230**
8.	CHADRTIO	.115	.007	.006	-.010
9.	ANIMALS	.001	.123	-.000	-.002
10.	PCAPINCM	.000	.067*	.000	.168**
11.	ATTITUDE	.013	.173**	.008	.115**
12.	PCTADERN	-.001	-.035	-.001	-.029
	R^2	.106		.231	
	N	1,516		1,344	

Source: *Ibid.*, p. 100.
Note: ** significant at 0.01 level.
* significant at 0.05 level.

A significantly higher proportion of variation in girls' participation in education than those of boys explained by household characteristics indicates that household factors play a more prominent role in determining girls' enrolment in schools. It is also clear that the predisposition of households toward promoting girls' education is greatly enhanced by exposure of the family members to formal education as well as to jobs which require higher levels of education and training.

School-related variables. The results of the regression analysis using ten school-related variables revealed more similarities than differences with respect to boys' and girls' participation in primary school education. The results are presented in Table 16.

Table 16. Regression and standardized regression coefficients of school-related explanatory variables of educational participation by sex for primary age children

S. No.	Variable	Boys		Girls	
		Regression coefficient (b)	*Standard Reg. Coef. (B)*	*Regression coefficient (b)*	*Standard Reg. Coef. (B)*
1.	PCAPSPCE	-.128	-.012**	-.014	-.012
2.	SCHLEVEL	.027	.056	-.017	-.019
3.	LOSECDIS	-.15	-.088*	-.012	-.073
4.	LIBRARY	.078	.107**	.060	.102**
5.	CLACYCLE	-.040	-.181**	-.027	-.145**
6.	PCTEDTCH	.002	.095**	.001	.094**
7.	PCTTROT	-.001	-.035	-.000	-.025
8.	PCETHNIC	.002	.153**	.002	.171**
9.	STRATIO	-.001	-.034	.002	.073
10.	STUDEXPN	-.000	-.035	-.000	-.018
	R^2	0.076**		0.068**	
	N	1,516		1,344	

Source: *Ibid.*, p. 129.
Note: ** significant at 0.01 level.
* significant at 0.05 level.

It is interesting to note that such school characteristics as library facilities, a higher proportion of qualified teachers and of teachers with same ethnic background as that of students have a strong positive effect on increasing girls' participation in education.

Chapter Five

NATIONAL POLICIES AND THEIR IMPACT ON THE EDUCATION OF GIRLS

Context of policy. The movement for improving women's status all over the world has invariably emphasized the promotion of education as the most important instrument for changing women's subjugated position in society and enabling them to participate in development work. However, several factors have impeded the promotion of women's education. In the context of Nepal, a major factor is the poverty of the majority of the people. Parents are unable to provide necessary support for the schooling of their children. In addition, when the need to choose between education of boys and that of girls arises, they generally prefer spending for boys' education. Another factor is the social position assigned to the girls and their role being conceived primarily as future housewives and mothers. Involvement of young school-age girls in household work interferes with their participation in education and with their studies when they are enrolled in schools. Early marriage often hampers girls' continuance of education to upper levels. Besides, parents in many communities are apprehensive of the possible alienation of the girl from accepted norms of behavior and functions. The parents' concern for girls education tends to be strongly influenced by the expectations of what education would do in terms of their daughters' future, particularly their marriage. Yet another factor influencing the girls education in a negative way is the inadequacy of school facilities, especially secondary school facilities and the distance of schools from homes. Thus girls' education is beset with many hurdles, problems and rigid traditions.

Policies pursued at the national level influence girls education in several ways. General recognition of the women's role in development, and of their contribution to production of goods and services at the household level has a positive effects on girls' education. Measures to provide women an equal status, to improve their health and nutrition, to increase their employment and productivity help to promote girls education indirectly.

Educational measures designed to promote girls' participation in education, directly contribute to the improvement of the status of girls' education.

General policies. The constitution of Nepal (1962) guarantees equality of treatment for all citizens in the application of laws without discrimination on the basis of caste, creed, sex, religion, and colour. Similarly, the constitution guarantees non-discrimination on the basis of these characteristics in appointment to civil service and other public service jobs.

The civil code of 1962 is regarded as a landmark in legal provisions for raising women's status. The code makes child marriage (below the age of 15 for girls) as well as bigamy illegal. The code provides for better inheritance rights to unmarried women who have attained 35 years of age. An amendment of the code in 1975 raised the age of marriage for girls to 16 with consent of a guardian and to 18 years without it.

Although the fifth plan (1975-1980) did not mention any specific policy for raising women's status and increasing their productivity, various developmental programmes naturally affect women's economic and social position. The general improvement of the country's economy helps to promote girls' and women's employment. During the 1975-1980 period, several measures were taken by the Government with a view to improve women's conditions. These steps were taken along with the celebration of International Women's Year in Nepal in 1975. The amendment of the civil code mentioned above, and the provision that there should be at least one woman member in the village panchayat are important steps in this respect. Similar provision has been made for women's representation in the district panchayat.

The Sixth Development Plan (1980-1985) was completed in July 1985. This plan was remarkable for its emphasis on meeting basic needs of the people as one of its main objectives as well as for the inclusion of a separate chapter on the enhancement of women's participation in development. The major objectives of the plan were to: (i) Increase production (which is imparative for reducing poverty and unemployment). (ii) Promote productive employment for fuller utilization of the human resources of the country; and (iii) Fulfil the basic needs of the people which include foodgrains, firewood, safe

drinking water, basic health service, primary education, functional adult education, skills training and rural roads and bridges.

The plan mentioned several priorities. Three priorities, namely (i) raising agricultural development; (ii) promoting cottage and small industries; and (iii) controlling population growth were also in conformity with the intent to promote the welfare and status of women. Women are actively engaged in farming, and any help rendered for increasing their productivity in farming would raise their incomes. Cottage industries are practised by women in the rural areas. Income generation by this occupation would also improve their economic position. Similarly, a reduced number of births and spaced pregnancies would improve women's (as well as children's) health, and allow them to engage in other production activities.

In the employment policy section of the plan, specific mention was made of the steps to promote employment opportunities for women. It was stated that the employment of women would be promoted by provision of skills training, and information about jobs available, and that factors discriminating against the employment of women and their participation in development activities would be studied and removed.

With regard to women's participation in development activities specifically, the plan mentioned the following policy measures:

a) Steps will be taken to involve women in agricultural training programmes designed to raise agricultural productivity and production;

b) Women will be provided necessary training, capital and marketing facilities through co-operative societies in order to enable them to be engaged in cottage and rural industries during agricultural slack seasons;

c) Steps will be taken to raise women's economic and social status with a view to make an impact on the control of population growth rates and women's involvement in the practices of various measures of checking population growth will be enhanced;

d) The participation of women in formal, non-formal, functional adult education and health and nutrition education will be promoted;

e) Increased employment opportunities will be made available to educated women to enable them to use their knowledge, skills and talents; and

f) Laws and regulations obstructing participation of women in development activities will be reformed, if they are so found to be.

The above policy measures give broad directions towards formulation of sectoral programmes for promoting economic status of women and their participation in development work. Some sectoral programmes and policies are briefly mentioned here.

In the population sector, the plan proposed to implement programmes to promote women's development with a view to influence the demographic trend.

In the health sector, emphasis was laid on provision of integrated community health services, under which basic health services, family planning services and nutritional services, as well as measures to combat maternal and infant mortality were envisaged.

In the panchayat sector, stress was laid on expansion of programmes to provide skills training to women. Besides, there are components of training of local personnel in various skills in all of the seven integrated rural development projects, now under implementation in the country.

Educational policies. The National Education System Plan (NESP) introduced in 1971, tried to reorient the country's education system by giving it new directions and priorities. The main thrusts of the NESP were to: (i) Promote equal access to education for all children; (ii) Link education with production by fulfilling the needs of vocationally trained and technical manpower; and (iii) Improve the quality of education by providing trained teachers, improved curriculum, textbooks and materials. These aims of the NESP are as applicable today as they were in 1971, and are in conformity with development priorities of the country.

Fifth Development Plan policies. The educational policies indicated in this plan were essentially the same as specified in the NESP. It put renewed emphasis on further extension of free primary education, establishment of residential schools, qualitative growth of education and regional balance in development of education.

Universal primary education for girls

The fifth plan specifically mentioned that women teachers would be appointed in primary schools with a view to increase enrolment of girls.

In the final year of the plan period (1980) the government announced that the duration of primary education would be made five years (grades I to V). The extension of the primary cycle to grade V was in tune with the objective of providing greater educational opportunities to children in rural areas, as the children could now expect to complete at least grade V education in local primary schools.

The Sixth Development Plan policies. This plan laid down the following policy guidelines with respect to educational development:

a) Emphasis will be laid on improving existing facilities, raising educational standards, and reducing wastage caused by drop-outs;

b) With respect to the establishment of new facilities, priority will be given to primary education, non-formal work oriented education and vocational/technical education;

c) Science and technology education will be stressed for modernization of the country's economy;

d) The practice of depending heavily on government financing for expansion of general education will be gradually replaced by the principle of popular participation and community involvement;

e) Curriculum and textbooks will be developed with a view to inculcate knowledge and skills of relevance to contemporary society; and

f) Special programmes will be undertaken for providing educational opportunities to the educationally backward areas and to women.

In order to reduce the existing disparities in enrolment between boys and girls, stress was laid on increasing girls' enrolment by taking various measures including preferential treatment of women candidates for appointment as teachers.

Promotion of girls education in remote areas. As mentioned earlier, primary textbooks (grades I-III) were made available to all

students in 18 remote districts under the NESP. Now with the change in structure of primary education, the remote district students are provided with free textbooks up to grade V. Girl students in these districts are provided with the facility of studying in schools up to secondary level free of tuition costs.

To resolve the problem of shortages of teachers in schools in these areas, the government is providing a remote area allowance, which amounts up to 110 per cent of salary (for teachers employed from outside the district).

Under the Equal Access of Women to Education Project, girls from remote and hill districts are recruited for primary teacher training and are posted in their rural community schools after the completion of the training programme.

Free primary education. The declaration of free primary education in 1975 on the occasion of the coronation of His Majesty the King marks as a significant step in provision of primary education facilities for the common people. This step has been further strengthened by the provision of free primary textbooks in all districts since 1979. Free primary education is in line with the government's policy of fulfilling the basic needs of the people. This measure has led to significant growth in primary enrolment. The government is currently devoting about one third of the annual education budget for primary education and most of the money is spent on teachers' salaries. Thus, there are fewer resources for other instructional inputs.

Universalization of primary education. Primary education facilities have been expanded significantly during the past 15 years. At present the primary enrolment ratio stands at nearly 76 per cent.

Universalization of primary education is a noble goal for the country. If all children have at least primary level education, their contribution to production would be increased, and their lives would be richer in terms of various avenues open for literate people.

The fact that only about 29 per cent of enrolled students in primary schools are girls points to the task ahead if universalization is to be attained. It is now necessary to identify the groups who do not send their girls to schools.

Universal primary education for girls

The problems[1] related to enrolling all of the school age population have been identified as follows:

a) The government will have to establish primary schools even for a smaller number of students in sparsely populated areas and isolated villages;

b) Certain ethnic communities thus far reluctant to send their girls to schools should be persuaded to enrol their girls in schools;

c) The drop-out rate among girl students is higher than in case of boys. The root of the problem lies in the need to engage girls in household chores or in economically gainful activities. The solution calls for measures of economic upliftment of the lower income group families, but much can be done at the school level also; and

d) The quality and relevance of instruction need to be improved in order to attract and retain girl students in school.

Apart from the above factors, there is a problem of meeting financial costs of expansion of the school system which universalization would require. There would be nearly 3.2 million children in the age group of 6 to 10 years by the year 2000. A policy of enrolling 95 per cent of these children in primary schools would mean school facilities would have to be provided for 3 million children compared to 1.625 million enrolled in 1983. The requirements of school space and teaching staff would thus be nearly double that available in 1983.[2] A corresponding increase in government expenditure would be necessary. The prospects of such huge financial involvement has not deterred the government from reaffirming its commitment to the goal of universalization. Indeed, the returns from universal enrolment, retention throughout the primary cycle and achievement of literacy and other skills would be high enough to justify such investments.

The Government's attention is now becoming increasingly focused on promoting girls' education.

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[1] These problems have been indicated in: CERID, Primary Education in Nepal (Progress Toward Universalization) 1983.

[2] T.B. Manandhar, Government Expenditure on Education, PRASHASAN Issue No. 42 March 1983.

Chapter Six

PROGRAMMES RELATED TO THE PROMOTION OF GIRLS' EDUCATION

The programmes relating to participation of girls in education are presented in two sections: those *directly* affecting girls education and those having an *indirect* impact. Programmes of direct relevance are:

Equal access of women to the education programme. This programme was launched by the Government for increasing girls' enrolment in primary schools. The programme was launched with the premise that the appointment of female teachers would lead to a larger enrolment of girls. The programme aimed at training rural girls as primary school teachers, assigning them to schools and thereby generating a positive attitude among the people towards the education of the girls.

Women trainees are recruited from a remote area or from disadvantaged groups on the basis of a quota fixed by the Ministry of Education and Culture. These trainees are enrolled in the B-level primary teacher training course at a campus of the Institute of Education. The trainees stay in the campus hostel during the training period and several activities relevant to women's role in rural communities are conducted in the campus and the hostel. An upgrading programme is operated in order to enable girls (from remote areas) to complete secondary education so as to qualify for B-level teacher training.

The programme was started by the Government with the assistance of UNESCO/UNICEF in Pokhara in 1971. The programme was tied in with the campus of the Institute of Education and extended to the Dhankuta Campus in 1973, to Nepalgunj Campus in 1976, and to Jumla Campus in 1982.

The main components of the programme are: (a) Primary teacher training at 'B' level to those having completed grade X education; (b) Upgrading training for those with grade VII education, in

selected secondary schools, enabling them to complete grade X and then enrol in 'B' level teacher training; (c) Feeder hostels construction for housing girls recruited for the upgrading programme; and (d) Campus-based in-service refresher workshops for the female teachers who have been trained under the project to update their skills.

The programme has been evaluated at different stages by a number of research agencies and organizations. The evaluation study conducted by CERID[1] in 1979, is most comprehensive of all and following are its important findings.

a) A total of 606 girl trainees were enrolled in the three campuses (Pokhara, Dhankuta and Nepalgunj). This represented 72.3 per cent of the alloted quota for the three campuses.

b) Participation of the girls from educationally disadvantaged groups like Magars, Rais, Limbus and Tharus was very low, and 69 per cent of the participating girls belonged to Brahmins, Chattries and Newars groups.

c) A 20 per cent wastage rate in the form of drop-outs and failures was observed.

d) Of the teachers trained under the programme, 27 per cent were not currently employed in the primary schools. Most of those reporting as unemployed in primary schools' had come from urban areas, and some of them were engaged in higher education.

e) The teachers trained under the programme demonstrated a fairly satisfactory performance in teaching work, but their participation in community activities was limited. However, a significant proportion of these teachers had launched/campaigns to persuade parents to send their daughters to the primary schools.

f) There was an increase (70 to 87 per cent) in enrolment in eight of the ten districts where the trained teachers were posted, and this increase appeared to correlate with the higher number of the trained teachers (through the pro-

[1] CERID, Equal Access of Women to Education programme in Nepal – An Evaluative Study, Kathmandu, 1978.

gramme) serving in the district. The proportion of girls enrolment in case study schools was slightly higher than the district and national average proportions.

g) The appointment of the female teachers in rural primary schools has served as an impetus for the parents to send their girls to school.

During 1971-1981, a total of 1,034 girl trainees were enrolled in the teacher training programme from 70 districts of the country. Of these, 50 trainees dropped out, and the net output of trained teachers was 984. During the period, 227 girls were put in the upgrading programme and 77 of them had already been admitted to the teacher training programme.[1]

The problems encountered by the programme have been analysed by several studies. One study[2] enumerates the following problems:

1. Lack of effective co-ordination among various organizations leading to delay in implementation;
2. Absence of a national co-ordinator responsible for monitoring the programme and for planning and implementing;
3. Inadequate resources to provide teaching aids and materials in the training centres;
4. Failure to monitor progress regularly and organize follow-up activities; and
5. Absence of detailed records of project activities and of those trained.

Thus, effective monitoring of the programme, follow-up and supply of teaching aids, and a control-monitoring system have been recommended.

It is also suggested that the teachers trained under the programme should be used as facilitators to conduct non-formal education programmes in the communities where they are working. A workshop/seminar was held in Kathmandu to orient the teachers

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[1] UNDP/UNESCO, Equal Access to Education Programme — Project findings and Recommendations, Terminal Report of the Advisor, Dec. 1981.

[2] *Ibid.*

trained under the programme about the non-formal education programme and techniques in 1981.

The Ministry of Education and Culture has already established a women's Education Unit with a co-ordinator and support staff to plan, implement and monitor the programmes relating to women's education.

Education for rural development (Seti Zone) project. The objectives of the project are to develop a series of innovations designed to make the educational system an effective force for rural development. The project has been implemented by the Ministry of Education and Culture since 1981 with UNESCO/UNDP assistance. Three districts of Seti zone namely Doti, Bajhang and Bajura are covered by the project.

The main components of the project are:

a) Establishment of resource centres at the middle of eight to ten schools (primary) to help the schools with supply of materials, supervision, and teacher training;

b) Creation of a literate environment in the rural areas by setting up reading centres, putting up wall newspapers;

c) Conducting adult literacy classes with functional content;

d) Providing part time skill training to out-of-school girls and adult women;

e) Improvement of physical facilities of the schools;

f) Preparing teachers in development skills (agriculture, primary health care, irrigation etc.), and training them in adult literacy methods and community development methods;

g) Establishing a primary teacher training campus (Institute of Education); and

h) Preparation of instructional materials.

Three elements of the project have direct relevance to girls education, namely adult literacy classes, skill training for girls, and teacher training campus. The first two activities are already in operation.

Adult literacy programme: The functional adult literacy programme under the project is built around 18 practical activities, besides having a literacy component. The 18 activities cover areas such as sanitary pit latrine construction, house repairs, nursery, gardening, tap repair, domestic chores, mixture for oral rehydration and collection of herbs. Illustrated guidebooks have been prepared covering these topics. As of now there are in all 101 adult education centres in two districts Doti and Bajhang. They have a total of 2,447 adult participants of whom 1,268 are women. (Data made available by the project office in the Ministry of Education and Culture). It is seen that over 85 per cent of the adult education participants are women. This should lead to positive response on the part of the adults with respect to girls education. Village reading centres (54 already established), help in retention of literacy. The project bears 41 per cent of the cost of building village reading centres, and also supplies newspapers and books to these centres.

Skill training programme for out-of-school girls: The number of girls who have never been to school is large, and literacy among females is extremely low in the three districts under the project (6 per cent in Doti and 4-7 per cent each in Bajhang and Bajura). The programme intends to orient the out-of-school girls and adult women in practical skills of common use, by engaging them in classes for about two hours a day at times convenient to them. The project selects local educated girls as instructors and provides them 35 days of training at the project office in Doti before assigning them to conduct the classes. Refresher training is provided to instructors already on the job.

There are at present 31 instructional centres (also known as *Cheli Beti* classes). The practical topics covered are mostly common to those taught in the functional literacy classes. Some topics on personal hygiene (like cleaning teeth and feet) and preparing fruit juices are also included.

Teacher Training: The project office at Doti runs regular short-term teacher training programmes for primary teachers. Besides, the Research Centres (13 established in Doti and eight in Bajhang) have been orienting the teachers of satellite schools in using instructional materials.

Primary education project. A primary education project has been implemented by the Ministry of Education and Culture since

1983 with World Bank loan assistance. This project covers a wide range of activities that are intended to improve primary education as well as the management aspects of the education system. Altogether six districts in the hills and Terai will be covered by the project. Among the activities to be undertaken are: (a) establishment of 70 research centres; (b) training of teachers, headmasters, and supervisors; (c) production of instructional materials; (d) construction of buildings for the Examination Division and Curriculum Textbooks Supervision Development Centre and the Regional Directorates; and (e) improvement of physical facilities of primary schools.

When the project becomes fully operational, the students, both boys and girls, will stand to gain by better primary education facilities and improved instruction in schools. The tendency to drop out on account of dissatisfaction with the school instruction, facilities and environment will be reduced.

Functional literacy programme. The Ministry of Education has been conducting both general literacy and functional literacy programmes, on a national scale, on its own and through various social organizations. The present emphasis is on a functional adult literacy programme, which is conducted for six months, and provides the participants with knowledge of practical vocational skills, health, sanitation, and population concerns besides developing in them the basic literacy skills. At the field level, functional literacy classes are conducted by school teachers generally, who are paid for their work. Reading texts and material support are provided by the Ministry.

This programme is of importance for the promotion of girls education, as the participants would be exposed to new ideas; and their attitudes with regard to girls education are also expected to change.

Literacy programme of Nepal Women's Organization. This organization is involved in conducting literacy classes for adult women through its members in different districts. Annual prizes (Sri Ratna Literacy Award) are given to the district attaining outstanding results in promoting female literacy. The organization also imparts skills training to women in cottage crafts to enable them to earn cash incomes.

Awards to schools for significant achievement in girls' enrolment. The National Commission on population has instituted an

annual award of Rs. 10,000, along with a shield and certificate, to schools of selected zones which have attained the highest girl enrolment rates. The participating schools submit their enrolment data regularly to the Ministry of Education and Culture.

Scholarships to girl students. Provision of scholarships to girl students in remote areas for helping them complete secondary education has been included under the Equal Access of Women to Education Programme.

There is a provision in the programme of the National Commission on population to provide scholarships to students of primary (Rs. 5 per month) lower secondary (Rs. 15 per month) and secondary (Rs. 30 per month) levels. Similarly financial assistance for providing free textbooks for grade VI to X students (girls only) has also been made by the commission. Exercise books are made available for girl students of grade I to X levels. This programme is being launched in three remote districts — Jumla, Mugu and Kalikot. The programme is being conducted in co-operation with Women's Education Unit of the Ministry of Education and Culture.

Girls access to education (GATE). This project, which is planned to be launched in the near future in two hill districts of the country with USAID/Nepal, aims to improve girls' access to education and thereby to promote the participation of women in development activities. The main components of the project are the establishment of several pre-school centres in each of the pilot districts and the utilization of buildings of these centres for conducting adult literacy classes, and organizing community and extension activities, as well as part-time skill training for the out-of-school girls.

Those programmes having an indirect impact on girls' and women's education are:

Programmes of the Women's Training Centre. The Women's Training Centre was established in 1956 with assistance of the Ford Foundation. The training activities of the centre have expanded, and by 1975, three regional training centres had been established (at Dhankuta, Pokhara and Surkhet). One regional centre is proposed to be established at Dipayal.

The objectives of the centre are:

1. To make women aware of rural development needs and existing programmes;

2. To help women improve their family life by providing education concerning family life;
3. To help supplement family income by providing income generating skills;
4. To develop leadership qualities among women; and
5. To make women aware of political, legal, and civic rights and duties as citizens.

The Centre conducts centre-based courses as well as field training as mentioned below:

i) *Women Workers Training:* The training is provided to rural women who have completed secondary education, for preparing them to work as extension workers. Training areas include home science, agriculture, extension methods and panchayat (village council). The duration is one year.

ii) *Chief Women Workers Training:* This is an upgrading training provided to women workers who have been promoted to chief women workers. This is a three months training programme.

iii) *Women Volunteer Training:* This training is provided to women who are willing to work with women workers or assist in field training programmes. Functional literacy components are included in the training as most volunteers are illiterate.

iv) *Food and Nutrition Training:* This training is provided to various categories of the women workers and to mothers.

Besides this the Centre conducts refresher training for its staff and conducts seminars.

The areas of training which differ with various types of training cover clothing, handicrafts, nutrition, mother and child care, community development, health and hygiene, knitting, panchayat, home management agriculture (gardening and poultry), population education and functional literacy.

Field-based training consists of mobile training of two to three months to members of women's clubs which are formed by the women workers of the centre before the start of the training. Areas of training include literacy, sewing, child care, nutri-

tion and health. Further intensive training, conducted by a team of chief women workers, is offered to provide skills training to women in rural areas. The trainers stay in the communities and work with the women to impart these skills.

The following deficiencies in the centre's programme have been observed[1]:

a) Inadequacy of teaching materials for use at the centre and for field level training;

b) Inadequate conceptualization of the nature of the field training programme;

c) Insufficient number of women workers to cover the required number of villages and high turnover among workers due to lack of better salary and prospects;

d) The training at field level has not yet been associated with those who need it most;

e) Half-hearted support given by the district and village panchayats for women's programmes; and

f) Lack of job opportunities for skilled and trained women.

Despite these deficiencies, it is observed that the non-formal education programmes conducted by the women's training centre and its field-based programme have been successful.

For improvement of the training programme, the provision of more and better teaching materials, better classroom facilities, involvement of neglected ethnic groups in training, appointment of women as agricultural extension workers in large numbers have been recommended.

The impact of the training programmes of the centre on girls' education is expected to be positive. Firstly, the prospects of getting training in the centre are made known to the girl students and their parents. Secondly, those women trained would have a positive effects on rural girls with respect to what education and training can do to women's future economic and social life.

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1 Chandra Gurung. *Nonformal Education Programme for Women and their Role in Nepal*, in CERID 'Nonformal Education in Nepal', 1982.

The cottage industry training programme. One of the long established training programmes for providing skills to literate adults (out of school youths and young adults) in urban and rural areas is that of the Cottage Industry Department. This department has branches in almost all districts. Major training programmes are conducted in the Department's Training Centre in Kathmandu. District level training programmes are also organized at times. The areas of training include various skill areas such as mechanical trades, electricity, weaving textiles, carpet weaving, hosiery, batik printing, ceramics, leather work, paper making, and dressmaking. Women participate very actively in the training, especially in areas relating to hosiery, textiles, batik painting, and dressmaking. The training periods vary from three to six months for short training to two years for advanced training. The training programmes have contributed towards enabling many women to engage in income-generating activities.

The training activities of the department are being expanded with World Bank loan assistance. There is also a population education project especially directed to women trainees funded by the UNFPA.

The impact of the programme on education of the girls is positive to say the least. The fact that the training programme has provided a chance for many out-of-school persons with some years of school education, or with bare literacy, to learn useful skills is itself heartening. The women trainees are made more than aware of urgent need of continuing education for themselves as well as for their children.

Activities of various organizations

a. *Social Services Co-ordination Committee:* The committee runs training programmes for women in sewing, knitting, literacy and typing through a social organization called Gandhi Charkha Pracharak Mahaguthi.

b. *Women Business and Professional Club:* This club, run by educated women, provides health and education services for children, and runs day-care centres for babies of factory women workers in industrial estates in Kathmandu Valley.

c. *Ratna Jyoti Parivar:* This social organization carries out welfare activities for women and children including conducting of adult literacy classes.

d. *Mother's Club:* The club aims at promoting the economic well-being of women. It has day-care centres for children of working women, and women members are given instructions on making garments, operating bank accounts, etc.

e. *'Save the Children' (U.S.A.):* This organization, under its integrated development programme in Gorkha district, provides scholarships to girl students of five panchayats (covered by the programme) to enable them to pursue secondary level education. The scholarship is given in kind in the form of books, exercise books and pencils, and fees are paid directly to the schools concerned. The organization also conducts adult education classes in various parts of the panchayats.

Chapter Seven

NEW PLANS AND STRATEGIES

Current emphasis. The primary education system in Nepal has made significant strides toward universalization of primary education, specially in building the required infrastructure and in boosting primary school enrolment. However, two major problems in this connection have remained unresolved. These are: (a) the increasing participation of girls in education; and (b) extending access to education in the remote areas. Conscious of the fact that the problems related with promoting girls education are multi-dimensional in nature, planners and educators in Nepal have continued to give serious consideration to different approaches toward promoting girls' education. During the past several years, various policy measures have been adopted and some innovative programmes have been undertaken to enhance girls' participation in education. These policies and programmes have met different degrees of success. On the basis of past experience it has now been realized that the promotion of girls education cannot be reduced to a supply problem (i.e., increasing access to education) but it is as well a problem of preparing the potential participants to utilize the available educational services. Thus, in the present context, concerted efforts are required not only in improving the access and the quality of education but also in the direction of ensuring multi-sectoral collaboration in the promotion of girls education.

Proposed strategies. A renewed emphasis on the promotion of female education has been stated as one of the major objectives of the coming Seventh Plan (1985-1990) in the education sector. Specific measures to be taken in enhancing girls' participation in education are briefly mentioned below:

1. Experimental programmes relating to girls education will be undertaken with a view to reduce wastage occuring from school drop-outs and examination failures;
2. The provision of scholarships will be made with a view to increasing female enrolment in local schools;

3. Preference will be given to women teachers when appointing new primary school teachers;
4. Part-time schooling facilities will be made available to out-of-school girls through education centres that will be established in selected districts;
5. A scheme of awards and incentives will be implemented for schools in order to attain high female enrolment rates;
6. Facilities will be expanded to enrol more rural girls in the upgrading and teacher training programmes;
7. Pre-primary education will be promoted with an aim to develop school-going habits at an early age.

Consolidation of existing programmes and initiation of new projects. In confirmity with the government's reaffirmed policy of laying stress on the promotion of girls and women's education, several ongoing programmes have been consolidated and expanded. The Equal Access of Women to Education (EAWEP) has been renamed Education of Girls and Women in Nepal (EGWN) and several new components such as provision of scholarships have been included into the programme. Along with the establishment of Women's Education Unit (WEU) in the Ministry of Education, efforts are underway to increase the efficiency and effectiveness of the EGWN programme. Similarly, the 'Cheli-Beti' programme for out-of-school girls and women has been implemented in Bhaktapur and Kavre districts.

Considering the crucial role of pre-primary education and other non-formal programmes, the Ministry of Education is considering the initiation of a new project called GATE (Girls Access to Education). The emphasis will be on opening pre-school centres, organizing non-formal education programmes, and providing incentives for enhancing girls' participation in education. Similarly, initial steps have been taken toward establishing special trade schools for girls and women.

Co-ordination with related agencies. It is heartening to note that the Integrated Rural Development Projects (IRDP) implemented in different zones of the country have included education as an integral part of the multi-sectoral development projects. Measures to improve the attractiveness of the local schools and some special programmes for girls and women have usually been included in the

education component of the IRDP programme. Similarly, various sectoral ministries have continued to organize different non-formal education programmes geared toward disseminating new information, generating awareness and developing specific skills in their respective sectors. A sort of campaign to create awareness in rural people about the importance of girls' education and/or some components of girls' education could easily be incorporated into various types of NFE programmes.

Several NGO's like the Women's Service Co-ordination Committee and the Women's Organization have launched various programmes targetted at rural girls and women. Voluntary agencies like Save the Children Fund have organized comprehensive education and skill training programmes for the benefit of rural girls. Thus, there is a need to bring co-ordination in the efforts of various agencies and facilitate an exchange of ideas and experiences among them. Perhaps the Women's Education Unit of the MOEC could take initial steps in this direction.

Need for multi-pronged efforts. In the final analysis, it is clear that the promotion of girls' education will not be possible through piecemeal efforts. Concerted efforts and multi-pronged approaches would be required to significantly enhance the participation of girls in education. Major points that deserve careful consideration and immediate action are mentioned below:

1. In addition to mentioning primary school enrolment targets in global terms, quantitative targets of girls' participation by district should be specified.
2. In consistence with the adoption of decentralized management of the school system, detailed programming must be made at the district level so as to promote girls' education in the districts in a planned manner.
3. On-going innovative programmes targetted at increasing girls' enrolment should be strengthened and expanded.
4. Alternative structures of primary education (such as accelerated programmes for overage out-of-school girls, and small group tutorial classes for girls) and non-formal educational approaches should be explored, tested and adopted on a wider scale to increase access of girls to education.

5. Programmes designed to motivate parents and prepare children for primary schools should be launched on a massive scale.
6. Various approaches should be adopted to reduce the pressure of domestic work on rural girls so that they could participate in the regular schooling or in other NFE programmes specifically designed for them.
7. Besides improving instructional facilities in rural primary schools, some special courses and/or co-curricular activities should be included in the primary school curricula so as to make education relevant to the girls' role at home as well as in the community.
8. An appropriate mechanism should be instituted both at the centre and at the district level in order to co-ordinate various activities and to utilize available resources in enhancing girls' participation in education.

Annex

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* *Education of disadvantaged groups and multiple class teaching; studies and innovative approaches; report. 1981*

Multiple class teaching and education of disadvantaged groups; national studies: India, Sri Lanka, Philippines, Republic of Korea. 1982

Learning needs and problems in primary education; report. 1983. (2 vols.)

Training of educational personnel for integrated curriculum; report. 1984

Towards universalization of primary education in Asia and the Pacific; country studies (of 12 countries) and a regional overview. 1984

Mutual co-operation for schools development; some experiences from Asia and the Pacific; report. 1985

Grass roots networking for primary education; case studies: Thailand, Sri Lanka, Philippines, Japan. 1985

Towards equality of educational opportunity; inter-country exchange of experiences; report of the visits of the Panel on the Education of Girls. 1985

Formal and non-formal education: co-ordination and complementarity; report. 1986

Education of girls in Asia and the Pacific; report. 1986

Raising the achievement level of children in primary education; report. 1986

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